

#### IV.D. Narrative Information Sheet

1. Applicant Identification:

Municipality of Vega Alta Centro de Gobierno Irmo Figueroa, Carr Núm. 2, Km 31.3 PO Box 1390 Vega Alta, PR 00692-1390

- 2. Funding Requested
  - a. Assessment Grant Type: Community-wide
  - b. Federal Funds Requested:
    - i. \$300,000
    - ii. We are not requesting a Site-specific Assessment Grant waiver of the \$200,000 limit.
- 3. Location:
  - a. Municipality of Vega Alta
  - b. Vega Alta
  - c. Puerto Rico
- 4. Property Information for Site-Specific Proposals: N/A
- 5. Contacts
  - a. Project Director

Carlos Maysonet, Director Office of Planning, Economic Dev. and Land Use (787) 883-5831 cmaysonet@vegaalta.pr.gov

Centro de Gobierno Irmo Figueroa, Carr Núm. 2, Km 31.3

PO Box 1390

Vega Alta, PR 00692-1390

b. Highest Ranking Elected Official

Oscar Santiago Martínez, Mayor

(787) 883-5244

omartinez@vegaalta.pr.gov

Centro de Gobierno Irmo Figueroa, Carr Núm. 2, Km 31.3

PO Box 1390

Vega Alta, PR 00692-1390

1. Population<sup>1</sup>: Census Tracts containing priority sites: CT5502 – 4,089; CT5504 – 4,059. Population for the Municipality of Vega Alta – 37,724 (2018 American Community Survey 5-Year Estimate)

<sup>1</sup>Because Applicant is a municipality (similar to a county), population data is reported in census tracts in which each priority site is located.

# 7. Other Factors Checklist:

Other Factors	Page#
Community population is 10,000 or less.	
The applicant is, or will assist, a federally recognized Indian tribe or	
United States territory.	
The priority brownfield site(s) is impacted by mine-scarred land.	
The priority site(s) is adjacent to a body of water (i.e., the border of the	
priority site(s) is contiguous or partially contiguous to the body of water, or	
would be contiguous or partially contiguous with a body of water but for a	
street, road, or other public thoroughfare separating them).	
The priority site(s) is in a federally designated flood plain.	
The reuse of the priority site(s) will facilitate renewable energy from wind,	
solar, or geothermal energy; or will incorporate energy efficiency measures.	Pg. 3
30% or more of the overall project budget will be spent on eligible reuse	
planning activities for priority brownfield site(s) within the target area.	



# **GOVERNMENT OF PUERTO RICO**

# Department of Natural and Environmental Resources

October 26, 2020

# Hon. Oscar Santiago-Martínez

Mayor Municipality of Vega Alta PO BOX 1390 Vega Alta, PR 00692

Dear mayor Santiago-Martínez:

MUNICIPALITY OF VEGA ALTA ACKNOWLEDGEMENT LETTER FOR THE INTENTION TO APPLY FOR FY-21 US EPA BROWNFIELD'S PROGRAM FOR A COMMUNITY-WIDE HAZARDOUS SUBSTANCES ASSESSMENT AT THE MUNICIPALITY OF VEGA ALTA, PUERTO RICO

The Department of Natural and Environmental Resources (DNER) Superfund Program has received a letter from the municipality of Vega Alta informing its intention to apply for a Community Wide Brownfields Hazardous Substance Assessment Grant. DNER acknowledges and support the initiative taken by the Municipality. The identification, inventory development, assessment, cleanup and redevelopment of Brownfields sites will provide an opportunity to enhance the social, economic and environmental conditions in this municipality.

DNER encourages the municipality to maintain an open communication with federal and state agencies and to request any support needed.

If you have any questions, please feel free to contact Eng. Melvin Menéndez Figueroa, Environmental Emergencies Response Area Manager, by email at <a href="mailto:melvinmenendez@jca.pr.gov">melvinmenendez@jca.pr.gov</a>.

Rafael A. Machargo Maldonado

Secretary

**MMF** 

C Teresita Rodríguez, USEPA Carlos Maysonet, Municipality of Vega Alta



1 Project Area Description & Plans for Revitalization, a. Target Area & Brownfields, i. Background & Description of Target Area: Founded in 1775, the rural Municipality of Vega Alta (Municipality) Puerto Rico (PR), has a population of 37,724 (US Census American Community Survey 2014-2018 Estimates (2018 ACS)) and is approximately 20 miles west of San Juan on the north coast of PR. For nearly 200 years, our economy was based on agriculture and livestock farming. Beginning in the 1970's, industrialization allowed for a robust workforce and fostered commercial growth. Our economy was vibrant, in part, due to Section 936 (936 exemption) of the US tax code, which incentivized US companies to operate in PR through valuable tax exemptions. These incentives were eliminated in 2006, causing many companies to leave PR for more tax-friendly countries like Singapore and Ireland, and drove PR into a deep recession that remains today, leading to job losses and population decline as people left Vega Alta for the US mainland in search of employment. Those fortunate to have employment are paid less relative to the cost of living. While Vega Alta residents have seen a decrease in household income (adjusted for inflation) of 16.9% (US Census) since 2007, the cost of living has increased 18% over the same period. Today, lack of employment opportunities in Vega Alta force 85% of our residents to commute to jobs outside of the Municipality, leading to a sharp decline in commerce and development. Significant competition from sprawling shopping centers located outside Vega Alta has drawn potential customers away from our Municipality, slowing and in some cases, halting our revitalization efforts.

In September 2017, hurricanes Irma and Maria ravaged Vega Alta, exacerbating extreme socioeconomic and financial pressures. Devastating winds and rain destroyed buildings and caused catastrophic landslides and flooding of the Cibuco River. All electric power and drinking water services were severely damaged or destroyed as were over 2,000 homes and over 100 commercial/industrial properties (many of which are now brownfields), releasing chemicals, lead paint, petroleum, and other hazardous substances into the environment. Over 50 municipally-owned structures, and an estimated 80% of the transportation infrastructure was damaged. Basic public services were halted for months and hundreds of residents were forced into temporary shelters due to total loss of their homes.

The storms followed a decade-long economic slide that included business closures and population loss. After Maria, the population was reduced another 14% (Center for Puerto Rican Studies, City University of New York) as residents migrated to the US mainland for better employment opportunities rather than return to their shattered lives in Vega Alta. Those who chose to remain or have returned are fighting to recover what the past decade of loss has taken. We continue to suffer through a difficult job market with dozens of employers unable or unwilling to reopen businesses, driving our current unemployment well above the US (see 2.a.ii(3)). These challenging conditions have resulted in many abandoned brownfields in our municipality as businesses closed, slowing the progress on older brownfields as resources have been reallocated to more urgent needs.

As industrial employers shuttered their doors after the 936 exemption repeal and hurricanes marred our community, brownfields have steadily become more prevalent. We have selected the worsthit areas (Toll Road Corridor (TRC) and our Urban Center (UC)) as target areas where grant funding will have the greatest impact. A focused effort has been made to invest in the TRC and UC, creating detailed reuse plans to maximize investments and leverage more funding.

The TRC stretches along Toll Road PR22 the width of the Municipality (3.4 miles), running east/west approximately 3.5 miles from the northern coast of the island. Approximately 50,000 cars travel this road daily, making it the most traveled road in the municipality. The TRC once had several regional employers, with approximately 300 workers earning competitive wages at its peak. Unfortunately, after the repeal of the 936 exemption, target area businesses closed forcing residents into financial despair. Income is nearly 4X less that of the US (2.a.ii(3)), and poverty is 3X greater in the TRC than the nation.

The UC is located in the central and most urbanized sector of Vega Alta where the vast majority of commercial activity occurs. Unfortunately, because of this, the UC was also hardest hit by the elimination of the 936 exemption. The UC unemployment rate is 2X higher than the US, and the Median Household Income (MHI) is far below that of PR and less than 1/4 of the United States (2.a.ii(3)). When Maria hit, after the power outages, water shortages, building damage, and loss of basic government services, many UC businesses who closed were never able to reopen. The UC is the location of several priority sites including the Healthcare Center, Masonic Lodge, Casino, and the Gymnasium (see Table 1). Many businesses such these have closed, eliminating over 2,000 jobs and leaving many target area residents searching for adequate income and living among empty, dilapidated properties.

<u>I.a.ii.</u> <u>Description of the Priority Brownfield Site(s)</u>: The target areas have a significantly higher concentration of brownfields compared to the rest of our community with the highest priority sites listed in Table 1 offering the greatest opportunity for successful redevelopment. For example, the El Morro Box Factory is in a dilapidated condition, with potential hazardous chemicals impacting the TRC and area residents. The historical uses of our priority sites, likely environmental issues, and potential health effects on those exposed to these uncontrolled sites are summarized in Table 1 below.

Table 1 Priority Sites, Size & Proximity to	Historic Use/Current Use & Condition/Planned Reuse	Suspected			
Target Area Residents	(further discussed in Section IV.E.1.b.i.)	Contaminants*			
1. Former Healthcare Center – ±3.3 acres, adjoins low income & minority neighborhood	Healthcare facility / Vacant land without a building / New commercial development	metals, petroleum, VOCs, SVOCs, PCBs, lead paint, asbestos			
2. Former Gymnasium – ±0.18 acres, 250' from school, adjoins low income & minority neighborhood	Gymnasium / Vacant, deteriorating structure, minor hurricane damage / Future supermarket	petroleum, VOCs, PCBs, lead paint, asbestos			
3. Former Casino – ±0.14 acres, adjoins low income & minority neighborhood	Casino / Vacant, deteriorating building / Future museum for performing arts	petroleum, VOCs, PCBs, lead paint, asbestos			
<b>4. Former Masonic Lodge</b> – ±0.1 acres, adjoins low income & minority neighborhood		petroleum, VOCs, PCBs, lead paint, asbestos			
5. El Morro Box Factory - ±13.3 acres, adjoins low income & minority neighborhood		metals, petroleum, VOCs, SVOCs, PAHs, PCBs, lead paint, asbestos			
	Disease Registry (ATSDR), the contaminants listed in Table 1				
numan health. Health threats include: skin damage, liver, kidneys, heart, spleen, nervous, digestive, respiratory, hormonal, blood, and					
immune systems, and may also cause neurological d	amage, birth defects and cancer (www.atsdr.cdc.gov).				

These sites are our highest priorities because they meet immediate needs in our community, align with our revitalization plans, and redevelopment is imminent due to funding already committed (\$4M in funding has already been secured to rebuild commercial/retail, small business, and tourism assets on target properties in the target areas (1.c.i)), if EPA funding is awarded. Adding a new commercial development, small business incubator, and tourist attractions will improve job availability and encourage residents to work locally, keeping tax revenues in Vega Alta. Once redeveloped, they will serve as examples of success, triggering more investment. With the EPA's grant funding, the initial, high-risk due diligence investment, the likelihood of a successful redevelopment is much higher.

**1.b.** Revitalization of the Target Area, i. Reuse Strategy & Alignment with Revitalization Plans: The 2010 Vega Alta Territorial Plan and the Draft Community Plan (Revitalization Plans) specify the reuse of existing vacant and underutilized urban space (brownfields) as a key initiative, creating modern commercial development and increasing opportunities for tourism, particularly in the target areas. Our Revitalization Plans call for land reuse that addresses economic and environmental concerns while also addressing equity issues for residents, primarily low-income and minority residents. We were beginning to put the pieces in place to implement a strategy of creating modern, commercial development, industrial investment, and housing that balances social, economic and environmental interests in an initiative to create sustainable, lasting development when our economy began its sharp decline.

Per our Revitalization Plans, we will expand/diversify our commercial sector, using brownfields to minimize the impacts of future employer cutbacks/closures and bring new employers and jobs to the community. Fewer residents will commute outside of Vega Alta to work, keeping income and sales tax revenues at home. These activities will encourage people to return to Vega Alta from the mainland to participate in the restoration of our community and enjoy the redevelopment benefits.

Vega Alta is requesting \$300,000, most of which will be used for Phase I and Phase II Environmental Site Assessments (ESAs), providing the initial, highest risk investment necessary for brownfield redevelopment. Funding will also be committed to improving/reprioritizing a recently created inventory and conducting cleanup planning activities. This approach will maximize grant value and trigger further environmental and redevelopment work with other funding as noted in 1.c.i, helping us reach our Revitalization Plan goals. For example, plans are underway to redevelop the Former Casino into a museum for performing arts, highlighting the incredible success of Lin-Manuel Miranda, the author of the musical "Hamilton" and native of Vega Alta. Putting redevelopment resources in the heart of the target areas will maximize the likelihood of successful growth and development of this struggling area of our community. EPA-funded assessment of the Former Gymnasium (#2 above) and restoration into a

supermarket will help leverage funding for its reuse, create grocery shopping options currently unavailable to area residents, and add an important commercial development in an area where redevelopment success is badly needed. Development on the Former Healthcare Center will add much needed commercial space along the heavily traveled PR2, creating short term construction jobs and many permanent jobs. Reusing the Masonic Lodge property as a museum will create jobs and draw tourist dollars into our community.

1.b.ii Outcomes & Benefits of Reuse Strategy: Reuse of brownfields will generate higher tax revenue for the Municipality. Three sites (Casino, El Morro Box Factory, and Gymnasium) have a total of \$4M in funding committed to redevelopment once environmental investigation funds are secured. All 5 priority sites are located in an Opportunity Zone (OZ), making the redevelopment of these sites attractive to investors. Currently, at least 3 Opportunity Funds have been established and are making investments in PR (Puerto Rico Opportunity Fund, Wefunder Puerto Rico Opportunity Fund, & Community Outcome Fund), and we will work with these funding resources and developers to further facilitate investment in our brownfields. Through increased investment, jobs will be created, new residential units will be constructed, and property values will be enhanced. Sites located in OZs will be marketed as such, ensuring that OZ investors are aware of the value brownfield reuse brings.. Based on previous, similar development projects in our community, the full development of all Table 1 sites will create over 325 jobs and an estimated \$350K in annual tax revenue. Using these sites as examples, this success story can be duplicated on other sites in the community. For example, reuse of the El Morro Box Factory will remove the stigma associated with environmental contamination (metals, petroleum, VOCs, SVOCs, PAHs, PCBs, lead paint, asbestos, etc.) and eliminate an environmental threat to the nearby Cibuco River. Blight will be eliminated, removing the lure for crime that the abandoned property invites. This site will become a viable asset to the community once it is redeveloped into a small business incubator. Temporary jobs will be created through construction work to remediate and redevelop the site, eliminating an environmental threat to adjoining neighborhood residents. Reuse of the existing Masonic Lodge and Casino buildings will promote sustainable reuse of existing structures, and the performing arts museum planned for the Casino will facilitate the establishment of a nonprofit and will bring tourist dollars into the community. As brownfields are redeveloped, employment and revenue losses will be reversed, and economic growth will permeate the community. In January 2021, we plan to develop an energy efficiency plan/policy in Vega Alta. New, energy efficient construction on priority sites will reduce energy usage and operating cost where new construction is planned (Healthcare Center) creating jobs, repatriation, and higher wages for our residents. All redevelopment benefits noted above will be tracked and reported in ACRES (see 3.c).

Brownfield assessments will be linked to successful redevelopment with positive outcomes such as eliminating contaminant exposure pathways, especially in areas of low income and minority populations, improving economic competitiveness of the target areas; create sustainable, commercial developments and land recycling opportunities; leverage current and future investments; provide needed grocery shopping options; offer small business opportunities to succeed; and create unique, healthy, and safe neighborhoods. Health indicators such as increased cancer, liver disease, and infant mortality (2.a.ii(2)) will no longer be influenced by environmental impacts caused by target areas' brownfields. This will be accomplished in areas where low income and minority populations are highly concentrated, supporting environmental justice goals. Investment dollars have already been identified to help complete the reuse of target areas' properties as indicated in 1.c.

**I.c.** Strategy for Leveraging Resources, i. Resources Needed for Site Reuse: Target areas redevelopment funding is secured for 3 priority sites (Casino, El Morro Box Factory, and Gymnasium). Private sector funding pledges to construct a supermarket on the Gymnasium site (\$500K), small business incubator on the El Morro Box Factory (\$3M), and the museum at the Casino (\$500K), will be invested in site construction when due diligence eliminates the risk of the environmental unknowns. In addition, Vega Alta is eligible for and will seek additional funding from the following sources that support anticipated assessment, cleanup, infrastructure, and redevelopment: EPA Brownfield Clean-up grant funds (\$500K), US Dept. of Agriculture Rural Economic Development Loans and Grants (\$300K grants/\$1M in loans for community development assistance and economic development), Community Development Block Grants (CDBG), CDBG-DR (Disaster Relief) of which over \$7M is available to Vega Alta, Federal Emergency Mgmt. Agency (FEMA) (\$2M available), US

Economic Development Administration (USEDA), Dept. of Transportation (DOT) grants, and new funding opportunities/incentives available in the future. Vega Alta has over \$6M in property insurance funds that will be invested in municipal facilities as well. Funding from these resources is available for hurricane related cleanup, remediation, demolition, site development, public infrastructure improvements, streetscape improvements, building rehabilitation, economic development projects, job training, etc., to encourage and complete our reuse strategies. Should EPA funds be awarded for environmental assessment, the EPA grant may qualify as the required match to CDBG-DR and other funding discussed above, further leveraging resources for brownfields redevelopment.

We will also seek funds from Puerto Rico Economic Incentives Act, which will be used to encourage investment and development of commercial businesses as planned for some of our priority brownfields. All target properties are located within an Opportunity Zone (OZ), and we will market brownfields as excellent tax shelters under OZ tax incentives, attracting private funds in our low-income areas. We have identified 3 Opportunity Funds in Puerto Rico and will engage them as brownfield redevelopment progresses. We will also attract investors using tax credits through New Markets Tax Credit Benefits. Using EPA funding for the initial high-risk environmental assessment of these sites, brownfield redevelopment will be successful. As properties are assessed, it will stimulate partnerships with many agencies (U.S. Dept. of Housing and Urban Development (HUD), FEMA, DOT, PR Dept. of Housing, PR Dept. of Economic Dev. & Commerce, etc.) to fill funding gaps such as demolition funding and reuse incentives, ensuring successful redevelopment. A detailed funding plan will be developed based on individual status and eligibility for each brownfield site or area as assessment projects are realized. CDBG, CDBG-DR, and FEMA funds were recently released, and we will seek to utilize them immediately. Other funding noted above will also be sought as it becomes available. These funds coupled with insurance funding and the EPA Assessment Grant will enable us to realize and document revitalization success within the next 2-4 years.

**I.c.ii.** Use of Existing Infrastructure: Our Revitalization Plan's land use goals emphasize the build-out of existing parcels, and rehabilitation and infill development before additional land is considered for development. Modern utility infrastructure is present in the target area (3-phase electricity, natural gas, municipal water and sewer, telephone and fiber optic service), providing connectivity to new development. Infrastructure damaged by hurricanes have since been repaired and is robust enough to handle the added capacity required by any planned reuse and will utilize existing services and other infrastructure (roads, curb cuts, on/off-street parking, & nearby utilities) to attract new investment in area brownfields, reducing site reuse costs. With revitalization ranging from residential to industrial, existing infrastructure will allow for easy access for commercial/industrial development, enabling residents the opportunity to work and live in the same neighborhood, creating a walkable community. All priority sites in Table 1 adjoin or are near PR2 and PR22, the most heavily traveled in the municipality, providing connectivity from San Juan to the west side of the island. Additional roads necessary for planned reuse will be sought from the US DOT Better Utilizing Investments to Leverage Development (BUILD) Grant program. If additional infrastructure is needed, we will utilize a combination of local funds (when available) and CDBG funds to meet the development's infrastructure needs.

2. Community Need and Community Engagement, a. Community Need, i. The Community's Need for Funding: Vega Alta does not have the funds for site assessment in our general budget. The only viable resource we have to address brownfield assessment is federal funding. A large portion of our community is low income, with over 50% of target area residents falling below the poverty line and MHI less than ¼ that of the US (see.a.ii(3)), making investment in our brownfields an impossibility for our community. After a decade of setbacks, resulting in significant economic decline, we have fewer jobs, reduced tax revenues, damaged municipal buildings and infrastructure, and limited local government resources. The small gains made in recent years have been wiped out by the COVID-19 pandemic. In Puerto Rico, income tax is paid in the Municipality within which a person works, not where they live; therefore, because 85% of our residents work outside of Vega Alta, tax revenue in our community is very low. Our municipality operates on a \$16M annual budget, which cannot fully fund essential services, let alone allow us to invest in much needed infrastructure repair and maintenance. Simply collecting debris from the hurricanes exceeded \$5M (30% of our annual budget). Brownfield sites add to the financial burden borne by target areas' residents, suppressing residential property values, further adding to municipal expenditures through reduced tax base and additional public safety services

to brownfield sites for criminal activity as indicated by the 3X higher crime rate in the target areas compared to Vega Alta as a whole. Because of the decade long, island wide recession, the territorial government also lacks resources to commit to brownfields redevelopment. Moreover, local governments in PR do not have funding resources commonly available to local governments on the mainland (e.g. Tax Increment Financing). Incentivizing reuse through funding of environmental due diligence is attractive to developers, but we have no tools available at a local or territorial level.

The reuse goals for Vega Alta priority brownfield sites are to create greatly need low and moderate income housing, modern commercial and industrial development, high wage jobs, and increased tourism focused development. With a budget currently only able to provide essential services and much-needed infrastructure maintenance, we lack the discretionary funds necessary to complete the proactive assessment and planning activities that this grant will provide, including clarifying environmental issues on brownfields, encouraging developers to seek out and invest in them, and eliminating the risk to the health of our residents and environment. Target area residents have high unemployment and low income where new jobs created by brownfield redevelopment will maximize return-on-investment. Ultimately, this EPA grant will allow us to fulfill our revitalization needs.

2.a.ii. Threats to Sensitive Population, (1) Health or Welfare of Sensitive Populations: Vega Alta has a very high proportion of minorities and poor. This is even more evident in the target areas, where nearly 100% of the population is minority, and over half live in poverty. Other sensitive populations are also impacted. 16.2% of our population suffers from a disability compared to 12.6% of the US population (2018 ACS). 66% of the TRC and 79% of the UC households have elderly and/or children in them, twice the percentage of the US (38.2%) (2018 ACS). Contaminants suspected in our brownfields, such as metals, petroleum, VOCs, SVOCs, PAHs, PCBs, lead paint, and asbestos are potentially causing as yet unknown harm, raising significant environmental justice issues. The result is the exposure of a large number of our less fortunate residents to soil, water, and air contamination present on these brownfields with little ability to improve their condition. For example, the Former Healthcare Center site, located adjacent to a large residential neighborhood and 250' from a school, is potentially impacted with metals, petroleum, VOCs, SVOCs, PCBs, lead paint, asbestos, and other contaminants known to cause adverse health conditions, including colon cancer and infant mortality, both experienced by Vega Alta's residents at a higher rate than the nation (see 2.a.ii(2)). The proximity of a large number of brownfields to lowincome neighborhoods and sensitive populations (elderly, children, disabled) in our target area reduces housing values, suppresses commercial investment, and limits residents' access to employment, resulting in a distinct disadvantage to target areas' residents with no real relief in sight, if nothing changes. The Healthcare Center's proximity to the school introduces contaminant exposure to a large group of children.

This grant will help inform us of the environmental conditions at our brownfields and help identify opportunities to reduce the risk of exposure, eliminate sources of contamination, improve the ecological health of our community, reduce the risk of sensitive populations discussed above, and incorporate livability and equitable development principles.

2.a.ii(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions: Sites such as the Casino, El Morro Box Factory, Healthcare Center, Masonic Lodge, and Gymnasium are believed to be impacted by metals, petroleum, VOCs, SVOCs, PAHs, PCBs, lead paint, and/or asbestos. Studies on the health effects of exposure to these contaminants have linked them to higher incidences of cancer. Vega Alta residents suffer from colon cancer at a rate of 23.7/100K which is nearly 2X more than the 12.2/100K occurring in the US. Petroleum impacted sites are known to affect the liver. Liver & bile duct cancer incidences in PR are 27% more common than in the US (limited cancer stats are available for Vega Alta. This data is believed to be representative). Mercury, lead and other metals, VOCs, PAHs, and petroleum constituents are known to be a threat to unborn children and infants, and the infant mortality rate in PR is 25% higher than the US according to the CDC. Although infant mortality data is not available at the Municipality level, this is believed to be representative of Vega Alta. Each of the priority sites contain at least one of these contaminants, and every priority site adjoins low income neighborhoods potentially directly linking adverse health conditions to disadvantaged populations.

109 properties currently have environmental records in the EPA's EnviroFacts database. 46.5% of the housing stock was built prior to 1979 according to the 2018 ACS and older homes have a greater risk for high lead paint levels. Because of toxic chemical use and their inevitable impact on the environment near resident's homes, many operating commercial and industrial facilities add to the

environmental threat. Removal of environmental contaminants at brownfields will reduce exposure to our residents, which will help to reduce the greater than normal incidences of disease and other poor health outcomes that disadvantaged populations are currently experiencing.

2.a.ii(3) Disproportionately Impacted Populations: The public health impact from target areas' brownfield properties and industrial operations, and their proximity to impoverished and minority residents has disproportionately exposed them to environmental pollutants such as lead, VOCs, asbestos, PCBs, etc., resulting in an inability to improve or in some cases, maintain their health/wellbeing. Per the Urban Institute/Center on Society and Health (2015), low-income residents become sick more frequently and more quickly and die at younger ages on average than those more fortunate. For decades, Vega Alta has suffered extraordinarily low wages and a very high poverty rate. The devastation left by the hurricanes has added unprecedented financial burden to our already poor residents through storm damage costs, loss of work and basic necessities, and very slow recovery. The loss of once thriving industries has also left a void in the community, especially in the TRC and UC. According to the 2018 ACS, 47.7% of Vega Alta residents live in poverty compared to 14.6% for the U.S. A staggering 67% of UC area residents fall below the poverty line. Unemployment in the UC and TRC (22.4 and 12.6% - 2018 ACS) is over 3 times the nation (4.1% per Bureau of Labor Statistics – all pre-COVID figures). However, considering the thousands who moved to the mainland in search of jobs after Maria, unemployment in Vega Alta would be a staggering 22% had they remained in the community. Finally, the UC and TRC have an MHI of \$13,807 and \$19,094 respectively, far less than national figures (\$60.3K) per the 2018 ACS. It is very clear that target area residents suffer dramatic wage disparities. The EPA's EJScreen tool indicates that the UC and TRC residents are in the 90-100<sup>th</sup> percentile of US citizens in close proximity to Superfund sites, ozone pollution, and PM 2.5 pollution. Our poor and minority residents are at a distinct disadvantage, and there is little incentive for residents to maintain their own properties, let alone contribute meaningful change to the community, resulting in significant environmental justice concerns.

The EPA grant will reduce threats by funding environmental investigation work needed to trigger stalled cleanup and redevelopment in the target area, where many of our residents experience environmental justice challenges. Adding new jobs and housing in the target areas will create gainful employment and safer living conditions for TRC and UC residents. Opportunities will be created to improve the state of our housing by both redeveloping sites as low income residential and by taking advantage of other federal programs (e.g. CDBG) to fund lead paint abatement and other residential improvement. Increased employment, higher wages, and new development on brownfields will create a sense of pride and ownership of the neighborhood, incentivizing investment in other area properties. New tax revenue will be generated and reinvested in the community, multiplying investment in the target areas. EPA grant funding will help stimulate investment in brownfields by financing environmental due diligence, a common stumbling block for land recycling, greatly improving the economic status and health of residents near brownfields.

**2.b.** Community Engagement, i. Project Involvement & ii. Project Roles: Several community partners will support our brownfields program (Table 2). This assemblage of community groups is best suited to engage the community at a grass roots level. They also have regional influence and local ties, maximizing the benefits they bring to the project. A brownfield committee is being assembled from these and other entities, including members of the general public, to provide input inventory and site prioritization, redevelopment plans, economic development input, and community engagement efforts, among others. The committee plans to meet 2-4 times/year to discuss our brownfields program.

Table 2 – Project Partners

Org. Name	Point of Contact	Description and Project Roles
Vega Alta Business Association	Fredy Torres (787) 910-6251	Local business advocacy organization (in the UC) who will provide inventory/prioritization assistance, help plan brownfield reuse, including priority sites, and help plan & participate in community engagement events
COASI (Centro de Orientación Social)	Vanessa Burgos (787) 883-6817 coasi@prtc.net	Youth advocacy organization who will assist with needs analysis for commercial development focusing on job creation, provide input in priority site redevelopment, & participate in community engagement
Juan de los Olivos Elderly Center	Orlando García (787) 446-1818	Non-profit committed to serving elderly who will assist with development planning/needs analysis for low income/elderly housing, provide needs-based data and support for the procurement of additional grants benefiting the elderly, provide input in redevelopment process, & participate in community engagement

Digital Library of Vega Alta	Graciela Miranda (787) 962-3461 gmiranda@vegaalta.pr.gov	Provides assistance in computer use & technology related to library services who will discriminate information about community engagement, participate in community engagement activities & provide space for community meetings
Conferencia San Vicente de Paul (Vicentinos)	William Rodríguez (787) 321-9586	Faith based organization dedicated to assisting poor and underprivileged who will participate in community engagement and provide input in redevelopment of priority sites
HIPA 307 Health Center	Mildalias Dominguez 787-883-0124	Health center committed to primary medicine will provide health monitoring in the Municipality and will share information and participate in community meetings.

2.b.iii. Incorporating Community Input: Vega Alta has a well-established culture of community involvement that we will maintain throughout implementation of this grant. Due to COVID-19, we are not holding in-person events. Instead, we have prepared a fact sheet explaining the grant program, our application, and our anticipated outputs/outcomes which is available on our website and in print in municipal offices. A total of 10-15 meetings will be held during the 3-year grant to maintain stakeholder engagement and continue to gather input on site selection, prioritization, assessment needs, cleanup decisions, mitigation measures from the cleanup and redevelopment activity, and reuse planning. Of these, 2-4 brownfield committee will be held each year, and 4-6 public meetings will be held throughout the grant period. Meetings, open to the general public, will be advertised through municipal and partner websites, newspapers, radio, and social media (earned media and other low-cost/no-cost, or in-kind methods) ensuring that the entire community has an opportunity to provide input. Virtual meetings (Zoom, Teams, etc.) and surveys (SurveyMonkey) will be used when social distancing or other restrictions limit in-person community meetings due to Covid-19 or other causes. Public meetings will be advertised through municipal and partner websites, local papers, radio, and social media platforms (earned media and other low-cost, no-cost, or in-kind methods) ensuring that the entire community has an opportunity to provide input. Because Vega Alta has a significant non-English speaking population, we have multi-lingual personnel on staff who will interpret presentations and translate documents in Spanish and English. We have already begun engaging target area residents, business owners, and community advocates to solicit their input regarding our brownfield reuse projects and will continue to do so throughout the grant period. A public meeting will be held in the first two quarters of the grant period to discuss the goals, initial planned activities, and a schedule for future community involvement. For subsequent meetings, personal invitations will be sent to residents directly impacted by priority sites, neighborhood groups, lenders, area businesses, and developers to maximize the engagement of these stakeholders. Regional developers will be contacted to bring awareness of the reuse opportunities the priority sites offer. When developers are identified, they will attend public meetings to describe their plans for redevelopment. Municipality staff will catalog stakeholder input for use as a reference when determining assessment and redevelopment priorities. As the project progresses, we will actively involve stakeholders in the decision-making process regarding site prioritization, assessment, site marketing, cleanup planning, and site reuse feedback. When stakeholder input is received, we will evaluate it against our development vision and available resources, adopting feedback that feasibly meets these criteria.

3. Task Descriptions, Cost Estimates, & Measuring Progress, a. Description of Tasks/Activities & Outputs: Vega Alta will begin grant-related activities immediately upon award confirmation, working to prepare a Work Plan approved by the EPA PM/PO. Once the Work Plan is approved, we will select a Qualified Environmental Professional (QEP) in accordance with federal procurement regulations (2 CFR 200.317 - 200.326). The Municipality has begun developing a brownfield inventory and will use it as a tool to help accomplish brownfield reuse goals. Inventoried sites are prioritized based on the following criteria, in no order: 1) reuse potential, 2) potential for environmental or human health impact and environmental justice, and 3) community input. Brownfield redevelopment progress will be carefully tracked with regular entries into ACRES, public meetings, and coordination with the consultant. In-kind tasks are noted in the budget calculations. Vega Alta and its consultant will complete the following tasks: Task/Activity 1: Program Management, Training Support, Brownfield Inventory/Prioritization

i. Project Implementation: Municipality staff will travel to the Puerto Rico Brownfields Week and the national brownfields conference, participate in calls, meetings, and correspondence between the Municipality, QEP, EPA, etc. to manage the grant's cooperative agreement. ACRES database will be updated quarterly or more frequently if needed. We will carefully track contractor costs, comparing to budget, expenditures, and project progress, to ensure that grant funds are utilized within the prescribed three-year project period. Under the direction of the Municipality, the QEP will also prepare, update, and

prioritize the inventory under this task.

ii. Anticipated Project Schedule: QEP selected through a competitive bidding process before Cooperative Agreement period begins; correspondence will occur at least monthly (more frequently as specific project activities require) throughout the grant period; update and prioritize brownfield inventory the first 2 quarters, then as necessary for the remainder of the grant period; ACRES updates will be conducted at least quarterly throughout the grant period

iii. Task/activity Leads: Vega Alta & QEP

*iv. Outputs*: Travel-Municipal staff to regional and national brownfields conferences/meetings; prioritized inventory; project performance reports: Quarterly Reports, ACRES Entries, DBE reports, annual reports, etc.; calls, meetings, and correspondence between the Municipality, QEP, EPA, etc. to manage the grant's cooperative agreement.

Task/Activity 2: Env. Investigation

*i. Project Implementation*: Eligibility determinations will be completed under this task; The QEP will complete Phase I ESAs activities on sites selected by the Municipality. All Phase I ESAs will be conducted by/in accordance with the ASTM standard for Phase I ESAs (E1527-13) and the All Appropriate Inquiry (AAI) rule. Areas of focus will include those already determined in the inventories as priority sites listed in Table 1; The QEP will prepare a Quality Assurance Project Plan (QAPP) which must be approved by the EPA. Once approved, the QEP, directed by the Municipality, will complete Phase II ESAs (after the completion and EPA approval of the Sampling & Analysis Plan/Health & Safety Plan (SAP/HASP) based on environmental conditions identified in the preceding Phase I ESAs.

*ii.* Anticipated Project Schedule: Request eligibility determinations & finalize site access to initial sites for investigation-early 2<sup>nd</sup> Quarter of Grant period; Begin Phase I ESAs-2nd Quarter of Grant period; Submit QAPP to EPA for review/approval; QAPP approval & Phase II ESAs begin-3rd Quarter of Grant period; all Phase I ESAs completed-end of 11th Quarter of Grant period; all Phase II ESAs completed, and final contractor invoices submitted-45 days before end of grant period.

iii. Task/activity Leads: Vega Alta & QEP

iv. Outputs: 10-12Phase I ESAs; Quality Assurance Project Plan (QAPP), est. 6-10 Phase II ESAs.

## Task/Activity 3: Clean-up Planning:

*i. Project Implementation*: The QEP, directed by the Municipality, will prepare site specific clean-up plans/documents, including: Analysis of Brownfield Cleanup Alternatives, remediation plans, site closure letter requests, and clean-up funding development (1.c.i).

*ii.* Anticipated Project Schedule: Prepared after Phase I and II ESAs are complete, contamination is present, and cleanup is even necessary. Task 3 activities will continue throughout the grant period.

iii. Task/activity Leads: OEP

iv. Outputs: 5-10 cleanup planning documents

#### **Task/Activity 4: Community Outreach & Involvement:**

*i. Project Implementation*: 4-6 public meetings will be held during the grant period to update the community on ESA progress and seek public input/involvement. Print and mail material for project/site information and marketing documents will also be funded under this task. The Municipality will complete this task, assisted by the QEP, who will manage the technical aspects of the community outreach program and will attend/participate in outreach events. Social media outlets and other online media will be developed/maintained, and outreach efforts will inform the public on the progress of investigation/cleanup planning activities and provide marketing resources for future development.

*ii.* Anticipated Project Schedule: 2-4 brownfield committee meetings planned per year and 1-2 public meetings planned per year with the 1<sup>st</sup> planned for the 2<sup>nd</sup> Quarter of the grant period.

iii. Task/activity Leads: Vega Alta & QEP

*iv. Outputs*: 4-6 public meetings to update the community on the brownfield assessment progress and seek public input and involvement; supplies: printed flyers, advertising, postage, etc.

We will work diligently to assure startup activities are completed per the tasks and schedule above. The Municipality will allocate all grant funds to project properties before the final quarter of the grant period to assure that grant task activities are completed before the end of the cooperative agreement contract. The Cooperative Agreement period is 3 years, however, because there is an extremely high demand for assessments and site access has already been obtained for some of the highest priority sites in Table 1 (El Morro Box Factory, Healthcare Center, & Gymnasium), it is likely that funds will be spent

prior to the end date. If additional grant funded activities occur at properties not listed as priority sites at properties not listed as priority sites, they will occur after the inventory and prioritization is finalized (early 2<sup>nd</sup> quarter as indicated above). We are proactively communicating with representatives of privately-owned brownfields to gain access in anticipation of this grant funding as well as non-grant funded assessment activities. Such communication initiates the process for eventual property transfer and redevelopment. These discussions create a positive dialog between property owners, local government, and impacted citizens. Prior to applying for site eligibility under the grant, an access agreement will be prepared and executed for each site being considered.

3.b. Cost Estimates: The Municipality will allocate \$242,300 to Phase I and II ESAs, equaling 81% of the grant directly to ESAs. The costs outlined in Table 3 were developed anticipating tasks needed to

efficiently identify, characterize, and plan for the remediation of the priority sites in Table 1.

Table 3 Budget	Budget Categories <sup>1</sup>	1. Program Mgmt, Training Support, Inv/Prioritization	2.Phase I/II ESAs	3. Clean-up Planning	4. Community Outreach & Involvement	Budget Category Total
	Travel	\$3,000				\$3,000
	Supplies				\$200	\$200
	Contractual <sup>2</sup>	\$12,000	\$242,300	\$30,000	\$12,500	\$296,800
TOTAL B	JDGET	\$15,000	\$242,300	\$30,000	\$12,700	\$300,000

<sup>1</sup>Only budget categories with costs in Table. <sup>2</sup>In accordance with Federal, Territorial, and local procurement regulations. Funds from one category might be allocated to another as the need arises, depending on the environmental concerns that appear as environmental investigations are conducted. Grant tasks will be completed at the anticipated costs per unit with the following anticipated outputs/outcomes:

- **1. Program Management, Training Support, Inventory/Prioritization** \$15,000 *Travel* (Attend National Brownfields Conf.): airfare x 2 @ \$1,000, 2 rooms, 3 nights lodging @ \$1,400, meals @ \$450, ground transportation @ \$150 = \$3,000), *Contractual*: total \$12,000, includes approximately 104 hrs. \$77/hr. = \$8,000 for inventory, and approximately 52 hours \$77/hr = \$4,000 for program management. In addition, existing funds supporting Municipality staff (\$8,000) will be offered in-kind for this task.
- 2. Env. Investigation \$242,300 Contractual: 11 Phase I ESAs at an average cost of \$3,500 = \$38,500, & 6-10 Phase II ESAs at an estimated cost of \$20,000-\$40,000 (depending on site complexity/environmental conditions) = \$203,800. Though our budget will support 11 Phase I's and 6-10 Phase II ESAs, we understand that large sites may need more investment requiring us to realign the budget during the grant period. Areas of focus will include those already determined in the inventories as priority sites listed in Table 1.
- **3.** Clean-up Planning: \$30,000 Contractual: 5-10 clean-up plans costing \$3,000-\$6,000 each = \$30,000.
- <u>4. Community Outreach & Involvement:</u> \$12,700 *Supplies*: printed flyers, advertising, grant fact sheets, outreach visual aids, advertising, postage, etc. = \$200, *Contractual*: approximately 162 hours over three years at an estimated \$77/hr = \$12,500.
- 3.c. Measuring Environmental Results: Tracking, measuring, and evaluating progress will be achieved through meeting minutes, Quarterly and Annual Financial Reports, quarterly review/analysis of grant performance, ACRES entries, and completion of Work Plan tasks. If planned outputs/outcomes are not achieved or milestones/project schedule outlined in 3.a are not being met, we will create a corrective action plan to identify deficiencies and make appropriate adjustments necessary to achieve the anticipated outputs on schedule. The Grant will have the following measurable outcomes: sites/acreage assessed, jobs created/retained, redevelopment complete, number of parcels cleaned up/redeveloped, acreage made ready for greenspace/recreation, and leveraged monies. These and other statistics will be included in quarterly reports and ACRES submittals as data becomes available, allowing the EPA to better evaluate and highlight the grant program success At the close of the project, the Municipality will provide a final report to the EPA and our residents summarizing project outputs and outcomes.
- 4. Programmatic Capability & Past Performance, a. Programmatic Capacity, i. Organizational Structure & ii. Description of Key Staff: Vega Alta's municipal staff in the Municipal Planning Office (MPO) will manage this grant. A qualified consultant will assist in grant management activities, but the majority of programmatic management will be conducted by the Municipality. The MPO has previously managed many other economic development resources valued at well over \$15M in the past 11 years, including those listed in 4.b. The MPO, supported by other municipality staff, have the technical,

financial, and administrative ability in place to implement this grant project successfully. Mr. Carlos Maysonet, Planning Office Director will serve as the Project Manager and will handle the day to day programmatic tasks, oversee/manage the work performed by the QEP, and will lead community outreach activities. Mr. Maysonet earned a Bachelors Degree in Planning, has been with Vega Alta for 4 years, and manages federal funds, including grants, in his role as Planner. He has been integral to the success of other redevelopment grants Vega Alta has received and has extensive experience managing grant activities for the Municipality. Mr. Maysonet will be assisted by Samuel Negrón, also from the MPO. He has extensive experience in planning Geographic Information Systems Mapping which will play an integral role in inventory development. He has worked for the Municipality for 19 years. Both Maysonet and Negrón will use their previous brownfield redevelopment and economic development experience to seek reuse opportunities for sites without secured redevelopment contracts. Vega Alta Federal Programs Office Accountant Ms. Beatriz Rivera will serve as the Grant Financial Manager and will be responsible for accounting and financial reporting. She has provided these services on many grant and loan programs benefiting Vega Alta. She will be assisted by the Vega Alta Finance Department staff, as needed. Most staff assigned to this project have worked for the Municipality for several years. Our local government structure is stable, with little turnover, assuring an efficient execution of the grant.

The depth of Vega Alta's team will allow for a seamless transition to other experienced members. This level of involvement will allow another member of the team to assume project management duties if necessary.

**4.a.iii.** Acquiring Additional Resources: The Municipality will have the aforementioned staff overseeing the application process, as well as the acquisition of additional resources. Through a competitive bidding and procurement process, the Municipality will select an environmental consultant in accordance with federal procurement regulations (2 CFR 200.317 through 200.326) and with experience with EPA Brownfields Grants and working with the PR Department of Natural and Environmental Resources (DNER). The team and execution plan outlined above will ensure timely and successful expenditure of funds within the prescribed three-year project period. This team will be supported by other municipal departments including finance, utilities, engineering, the legal department, and the office of the Mayor. As appropriate, we will utilize visioning sessions and other assistance/advice offered by the Technical Assistance for Brownfields (Region 2 TAB program) to maximize the incorporation of community input. **4.b.** Past Performance & Accomplishments, ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements, (1) Purpose & Accomplishments: Vega Alta has not received an EPA Brownfields grant. However, we have received other federal/non-federal assistance agreements. Table 4 lists some agreements received in the past 5 years.

Table 4 – Past Federally Funded Assistance Agreements

Iu	ore i abtituation	y i anaca	1 issistance 1 igreements
Funding Source	Project	Award / Yr	Outputs/Outcomes
HUD Community Development Block Grant (CDBG)	Low/Moderate Income Housing Rehabilitation		Rehabilitated 40 deteriorated homes for low income families, providing constriction materials, labor, & inspection to ensure work was done properly
DoT FTA 5307 Grant	Transportation Improvement/ Buses	ZUyy	Provide fixed route and paratransit transportation services to nearly 2,200 low-income, elderly, & disabled residents with transportation needs monthly
HUD Section 8 Program	Low Income Housing	\$129,780 2077	20 low income (homeless) residents provided with safe,

**4.b.ii(2)** Compliance with Grant Requirements: All funding assistance agreement terms and conditions were met for the above-mentioned projects, including reporting the number of residential units constructed and who/where/how many received Section 8 vouchers under the HUD program, financial reports, quarterly progress reports, and final reports were completed. HUD quarterly and final reports are similar to those required under the EPA Brownfields Grant program, and are due at the same time; therefore, a coordinated effort will be used to create a synergy in reporting outputs/outcomes of both when we have funding from these programs simultaneously. All grant goals, outputs, and outcomes (indicated in Table 4) in the workplans of the previous grants were achieved, and all reports discussed were completed in a timely manner. Because goals, outputs, and outcomes were met without incident, no corrective measures were necessary or taken. The Municipality was fully compliant with the terms and conditions of these grant programs and follows all reporting and performance protocols.

#### III.B. Threshold Criteria for Assessment Grants

### III.B.1 Applicant Eligibility

The Municipality of Vega Alta meets the definition of a Local Government under 2 CFR 200.64 and is a political subdivision of the Territory of Puerto Rico. It is therefore eligible to apply for and receive U.S. EPA Brownfields Assessment Grant funding.

### **III.B.2** Community Involvement

Involving our community and soliciting feedback regarding Brownfields activities and redevelopment plans are essential to our community's Brownfields program's success. Communication is a two-way process, and our ultimate goal is to keep the community informed and involved so they remain aware of potential concerns, questions and solutions. Vega Alta will utilize numerous means to engage the community, solicit public and stakeholder participation, and advertise public meetings. Outreach events will be advertised through municipal and partner websites, local papers, radio, and social media platforms (earned media and other low-cost, no-cost or in-kind methods) ensuring that the entire community has an opportunity to provide input. Virtual meetings (Zoom, Teams, etc.) and surveys (SurveyMonkey) will be used when social distancing or other restrictions limit in-person community meetings due to COVID-19 or other causes. Regular public meetings have already been and will continue to be held to engage the public and encourage stakeholder and residents' participation in the EPA grant funded Brownfield activities. See Section IV.E.2.b. of the Narrative/Ranking Criteria for further information.

### **III.B.2** Community Involvement

## **III.C.** Expenditure of Assessment Grant Funds

This criterion is not applicable as Vega Alta is not a current EPA Brownfields Assessment Grant recipient.

OMB Number: 4040-0004 Expiration Date: 12/31/2022

Application for F	Federal Assista	ince SF	-424					
* 1. Type of Submission	on:	* 2. Typ	e of Application:	* If	Revision, select appropriate	te letter(s):		
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10/28/2020		Munic	ipality of Vega	a A	Alta			
5a. Federal Entity Ide	ntifier:			1	5b. Federal Award Identifi	ier:		
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Application for Federal Assistance SF-424
* 9. Type of Applicant 1: Select Applicant Type:
B: County Government
Type of Applicant 2: Select Applicant Type:
Type of Applicant 3: Select Applicant Type:
* Other (specify):
* 10. Name of Federal Agency:
Environmental Protection Agency
11. Catalog of Federal Domestic Assistance Number:
66.818
CFDA Title:
Brownfields Assessment and Cleanup Cooperative Agreements
* 12. Funding Opportunity Number:
EPA-OLEM-OBLR-20-06
* Title:
FY21 GUIDELINES FOR BROWNFIELD ASSESSMENT GRANTS
13. Competition Identification Number:
Title:
14. Areas Affected by Project (Cities, Counties, States, etc.):
Add Attachment Delete Attachment View Attachment
* 15. Descriptive Title of Applicant's Project:
FY21 MUNICIPALITY OF VEGA ALTA COMMUNITY WIDE BROWNFIELDS ASSESSMENT GRANT FOR HAZARDOUS
SUBSTANCES AND PETROLEUM
Attach supporting documents as specified in agency instructions.
Add Attachments Delete Attachments View Attachments

Application	for Federal Assistan	ce SF-424					
16. Congression	onal Districts Of:						
* a. Applicant	00-000			* b. Program/Pro	oject 00-000		
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17. Proposed F	Project:						
* a. Start Date:	10/01/2021			* b. End [	Date: 09/30/2024		
18. Estimated	Funding (\$):						
* a. Federal		300,000.00					
* b. Applicant		0.00					
* c. State		0.00					
* d. Local		0.00					
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